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1885.

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Subject.

Annual Admn Reports.

Preparation & printing of —

Previous References.

Later References.

File 2/81
- 432/95
- 425/05

S-97 (Unbleached).

GIPC—32—507 (Genl) MFP—(6252/A/M-487)—3-7-45—25,00,000.

Proceedings of the Resident in Mysore, (General),—dated 22nd September 1881.

READ—

Letter No. 188 G. F., dated 16th July 1881, from the Government of India, Foreign Department.

No. 1517-24.—G. 542, DATED BANGALORE, 22ND SEPTEMBER 1881.

ORDER.—The Government of India having directed that an Annual Report on the administration of the Assigned Tract designated the Civil and Military Station of Bangalore be submitted in future, the officers named below are requested to send in the Annual Reports of the departments under their control for the year 1881—82, and succeeding years, not later than the dates specified opposite their names.

Name of Officer.	Name of Report.	Date before which the report is due in this Office.
Chief Judge	Civil Justice	1st May.
	Criminal Justice	Do
District Superintendent of Police ...	Police	Do
Accountant General, Madras	Finance	1st June.
Inspector General of Registration ...	Registration	15th May.
Residency Surgeon	Medical and Sanitary	1st May.
President, Municipal Commission ...	Municipal	1st June.

J Cunningham
Assistant to the Resident.

To—The Chief Judge in Mysore. with 2 spare copies ✓
„ District Superintendent of Police, Civil and Military Station of Bangalore. with 1 S.C ✓
„ Accountant General, Madras. with 1 S.C ✓
„ Inspector General of Registration in Mysore. with 1 S.C. ✓
„ Residency Surgeon, Bangalore. with 1 S.C
„ President, Municipal Commission. with 2 S.C.
„ Civil and Sessions Judge, Civil and Military Station
„ Magistrate, Civil and Military Station } for information. with 1 S.C. each

1424

1881.

OFFICE OF THE RESIDENT IN MYSORE.

GENERAL.

PROCEEDINGS.

Dated 22nd September 1881.

No. 1517-24
G. 542.

Prescribing dates for the submission of Annual Reports of the several Departments of the Civil and Military Station of Bangalore

Mysore Government Press, Bangalore.—22-9-81—30

Pro. of the Resident in Mysore

MYSORE COMMISSION

Read

Letter No. 188 G. of.

dated 16th July 1881 from

the Government of India,

Foreign Department.

Order: — No. 1517-24 of 22 Septr 1881.

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of the departments under their Control for the Year ~~&~~ 1881-82 and succeeding years, not later than the dates specified opposite their names:—

Name of Officer	Name of Report	Date before which the Report is due in the Office
Chief Judge	Civil Justice	1st May
	Criminal Justice	1st May
State Supt^dt of Police, ~~Coast + Inland~~	Police	1st May
Accountant General, Madras	Finance	1st June
Inspector General of Registration	Registration	15th May
Residency Surgeon	Medical and Sanitary	1st May
President, Municipal Commission	Municipal	1st June

To the Chief Judge in Mysore
" Supt^dt of Police, Civil + Military Station of Bangalore
" Accountant General Madras
" Inspector Genl of Registration in Mysore
" Residency Surgeon, Bangalore
" President Municipal Commission
" Civil + Sessions Judge, [illegible]
" Registrar, [illegible]

Remarks [illegible]

Copy forwarded to the Residency for information &c 19.9.81.

Office of the Resident in Mysore

General

Proceedings.

Dated 2nd Sept. 181.

No. 1171-84
Vol.

Draft for approval

Prescribing dates for the submission of Annual Reports of the several Departments of the Civil & Judiciary Establishment of Bangalore

OFFICE OF THE
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RESIDENT IN MYSORE.

1A

Copy

374

No. 2486

Extract from the Proceedings of the Government of India in the Home Department (Public),—under date Simla the 12 August 1885.

READ—

Home Department Resolution, No. 68—2837-2851, dated the 21st November 1874.

Home Department Resolution, No. 364—380, dated the 26th February 1878.

Despatch to the Secretary of State, No. 48 (Public), dated the 18th April 1878.

Despatch from the Secretary of State, No. 121 (Statistics and Commerce), dated the 27th June 1878.

Read also—

A letter from the Government of the Punjab, No. 392S., dated the 22nd June 1885.

RESOLUTION.

THE orders contained in Home Department Resolution, dated 26th February 1878, read in the preamble, are the last general orders issued on the subject of the preparation and printing of annual departmental reports submitted to the Government of India in the Home Department. They stated these orders were that the reports noted in the margin should be separately printed with the review of the Local Government thereon, discretion being left to Local Governments and Administrations to print or not as they chose other reports, including those relating to Dispensaries, Lunatic Asylums, Lock Hospitals and Medical Schools. As regards the length of the reports it had been suggested by the Government of India that the printed reports should, as a rule, be limited to a fixed maximum number of pages, but objections were raised to this proposal which was accordingly abandoned. It was, however, pointed out that a decided concurrence of opinion existed that departmental reports were often too bulky and might well be reduced to a more convenient size, the reproduction *in extenso* of the reports of subordinate officers being at the same time forbidden. It was added:—

Judicial Criminal.	Education.
Judicial Civil.	Sanitary.
Police.	Registration.
Jails.	Municipalities.

> It should be borne in mind that such reports should contain summaries of facts supported by accurate statistics; that discussions of theories are out of place in them; and that a short report, if clear and complete, is far more creditable than a long one. The Government of India trust that each Local Government will instruct their subordinates to keep this view in mind.

Subsequently a despatch from Her Majesty's Secretary of State was circulated* in which it was observed that care should be taken, in condensing local reports, to represent faithfully the views of district officers, as it not unfrequently happens that their opinions are of interest and importance to the Home Government.

* Home Department Circular No. 42—1698-1707, dated 18th September 1878.

2. There is reason to fear that the orders summarized in the foregoing paragraph regarding the desirability of reducing the length of departmental reports have, in some cases, been more or less overlooked, and in admitting this to have been the case in the Punjab, the Local Government in a letter of the 22nd June last, solicits a reconsideration of the whole question of the preparation and treatment of annual reports, so far as that province is concerned. His Honour the Lieutenant-Governor represents that "the present overgrown system of reporting is a great incubus upon the administration, and that it is incumbent upon the Government to take steps to lighten this load as far as possible." It is urged that a far larger sum than is desirable is now spent on the publication of annual reports, and that the time of all officers, in particular of the officers of the Secretariat of the Financial Commissioner and of the Lieutenant Governor, is unduly taken up by the task of compiling and reviewing reports. The demand which this class of work makes upon the time of district officers is moreover said to affect the efficiency of their administration, and often to render it impossible for the officers concerned to bestow sufficient attention on the more important duties with which they are entrusted. It is argued that as the principles of administration in every department have now been clearly laid down, and departure from them is possible only within the narrowest limits, the necessity for constant progress reports no longer exists. It is further pointed out that the system of annual reports must necessarily become unsatisfactory in the cases of such reports as those on Registration or Criminal or Civil Justice, as it is almost impossible to say whether in any one year the causes of minor fluctuations in the returns are permanent, or whether they are purely accidental and likely to disappear. At present the officers entrusted with the compilation of these reports, feeling it incumbent upon them to explain variations, adopt for this purpose any reason, sound or unsound, with the result that many mistakes of judgment are committed, and placed upon record. It is urged that under a system of triennial reports, it would be more easy to eliminate such causes of variation as are fortuitous, while an improvement of the reports themselves in style as well as in matter might be expected, and a saving of expenditure in printing and in the demand for additional establishment is likely to be caused.

3. The general lines upon which Sir C. Aitchison proposes to proceed in the matter are—

1) to discontinue the submission of separate reports which can be shown to be unnecessary;

2) to require the submission only of triennial reports in the case of all reports which are of value rather from a statistical or financial point of view than on administrative grounds, returns accompanied by the briefest possible notes being prepared in the other two years; and

3) in the case of the more important reports with regard to which it may be considered undesirable entirely to discontinue the preparation of annual reports, to introduce a system of varying *brief* with *full* reports, the full reports being submitted every third year.

In the *brief* reports it is suggested that the remarks should be confined as far as possible to an exposition of general results and to points calling for notice which are brought out by the returns. Such reports would not deal with the subject-matter exhaustively, but merely by way of explanation of matters which would otherwise appear obscure. In the *full* reports, on the other hand, the remarks would be directed to an exhaustive examination of facts of the three previous years, and to showing the bearing of those facts upon the acknowledged principles laid down by Government for the guidance of the department in question. The reviews of the Local Governments would follow the reports in their nature, and in cases in which statistics only [illegible] reports were submitted, such reviews would take the form of a letter rather than of a Resolution. When no remarks appear necessary, the *brief* report would be simply acknowledged.

4. So far as reports relating to subjects dealt with by the Home Department are concerned, the practical effect of the proposals above summarized is thus shown :—

Subjects regarding which statistical returns would be submitted for two years and report in the third year.	Subjects regarding which brief reports would be submitted for two years and a full report in the third year.	Subject regarding which no change is proposed.
Dispensaries. Vaccination. Registration. Forests.	Civil Justice. Criminal Justice. Jails. Police. Education. General Administration. Municipal.	Lock Hospitals. Work of Chemical Examiner. Lunatic Asylums. Sanitation. Publications under Act XXV of 1867.

It is further proposed, in the event of the scheme being sanctioned, to divide the reports submitted to the several departments of the Government of India as equally as possible over the period of three years, in order that a certain number of reports may be treated and reviewed fully in each year. The measure is regarded by the Lieutenant-Governor as a further and important step in the system of decentralization, and if it meets with general approval, Sir C. Aitchison proposes to make further recommendations for the extension of the powers of the Financial Commissioner, of the Commissioners of Divisions, and of Deputy Commissioners in the Punjab, and also for the reduction of the number of periodical returns required from District officers.

5. The Governor General in Council entirely sympathizes with the desire expressed by the Punjab Government to reduce within more reasonable dimensions the work of writing and reviewing reports, and any measures which would effect this object, without being open to decided objection on other grounds, would meet with the cordial support of the Government of India. His Excellency in Council is, however, doubtful whether it is possible to accept in its entirety the scheme now submitted, which involves a complete change of system in preparing Departmental reports. In the first place it must be remembered that these Departmental reports not only serve to meet the objects specified by the Punjab Government, namely, the presentation of evidence of Departmental efficiency and the collection in a convenient form of information useful for administrative and other purposes, but are also of the greatest use as a guide to Departmental officers. On this point the following remarks made by the Government of the North-Western Provinces, when the subject was previously under the consideration of the Government of India, are worthy of attention :—

> The several Annual reports * * * contain the source to which all officers turn for the past experience of others than themselves in the Department in which they serve. Officers in fact in great measure educate themselves by means of these reports, and to condense or summarise all of them in the manner indicated in your letter would, in the Lieutenant-Governor's opinion, be a serious inconvenience.

It is true that Departmental officers would under the proposed system be able to refer to the triennial reports; but the interval between the issues of these reports would be considerable, and it may be open to doubt whether the effect of the change would not be to deprive officers of the Department concerned and others interested of already means of ascertaining the latest particulars in regard to current Departmental administration and of benefiting by the experience of each year as embodied in the annual report. However this may be, the point appears to be one which deserves consideration.

6. Another objection which might be urged against the proposed system is that the discontinuance of the annual review by Local Governments and Administrations on the working of any particular Department would remove

a very useful check, and possibly lead to a perpetuation or continuance of errors of policy or administration, which it is desirable to remove without loss of time, but which under the proposed arrangement might not come to the notice of the Local Government until the lapse of a considerable period after their introduction. As regards this point experience has shown that advantage may be taken of facts recorded in the annual reports to initiate many useful reforms and to correct errors which, if not promptly removed, might in some cases have far reaching effects.

7. Again, as regards those subjects in respect to which it is proposed to have full reports every third year and brief reports for the two intermediate years, it may be feared that while on the one hand the intermediate reports would be so brief as to be of little practical value, the triennial report would tend to become unduly prolix and that its preparation would be a work of very considerable labour. The absence on leave of permanent officers in charge of Departments would also not infrequently interfere with the preparation of those full triennial reports, and a further effect of the change would be that each Lieutenant-Governor would be only able fully to review the working of any given Department at the most twice, and in some cases possibly only once, during his tenure of office.

8. As regards the Annual Administration Report, which it is proposed to place in the category of reports to be brief for two years and full for the third year, the Governor General in Council is not disposed to sanction any material change in the mode of preparing it, although greater brevity is desirable in the case of the reports compiled for some Provinces. In the preparation of this report what is required is that it should contain * "a clear and compact retrospect of the working of the local administration during the year; of the principal events with which the Government is concerned or has to deal; of the more important measures that have been actually taken, and of the course of ordinary and extraordinary business in every Department." Such a report should be neither too brief nor too full; but under the proposed arrangement it is to be feared that it might err on the side of brevity in the intermediate years and on the side of prolixity in the third year. In connection with this report it must be remembered that, under the orders of Her Majesty's Secretary of State, it should be so prepared as to bear the impress† of a single mind, and, such being the case, if the departmental reports were reduced to the limits desired by the Punjab Government, some difficulty might in the intermediate years be experienced in the preparation of the departmental chapters. Even under existing circumstances with the full and comprehensive information given in the departmental reports, it is believed that some Local Governments find it no easy matter to get the general administration report prepared by the date on which it is due, and on more than one occasion the Secretary of State has found it necessary to notice the delay which has taken place. A reference to scattered materials, which would be necessary in the absence of full departmental reports, would probably aggravate the difficulty now experienced in this matter.

* Home Department Resolution, No. 1674-90, dated the 12th May 1872.

†See despatch from Her Majesty's Secretary of State, No. 100, dated 26th October 1870 (circulated with Home Department Endorsement No. 5263-72, dated 2nd December 1870).

9. Lastly, it may be remarked that any such extensive change of system as that recommended could not be introduced without the approval of Her Majesty's Secretary of State, and if introduced at all should be applied to all Provinces.

10. Under these circumstances the Government of India, before further dealing with the matter, would wish to be favoured with a full expression of the views of Local Governments and Administrations upon the proposals of the Punjab Government. As at present advised, and having regard to the considerations described in the foregoing paragraphs of this Resolution, the Governor General in Council is disposed to think that, although it is impossible to accept all the proposals made by the Punjab Government, something may usefully be done in the direction indicated. With respect to such subjects as Education, Jails, Sanitation, Police and Forests, His Excellency in Council is inclined to

the opinion that the system of annual reports which should be full and comprehensive, though possibly susceptible of curtailment from present dimensions, must be maintained. On the other hand, as regards Dispensaries, Vaccination, Lunatic Asylums, Registration and Lock Hospitals, statistical tables with brief notes would perhaps sufficiently meet all ordinary requirements, if a full report were submitted every third year. In the case of the other subjects named, a brief report for two years with a full and careful report in the third year should ordinarily suffice.

11. The Governor General in Council would be glad if Local Governments and Administrations would give this matter early and careful consideration and favour the Government of India with their views on the question, confining their remarks to the reports referred to in paragraph 4, with which the Home Department is more immediately concerned.

ORDER.—Ordered that a copy, with a copy of the letter from the Punjab Government of the 22nd June 1885, be forwarded to all Local Governments and Administrations (except the Punjab) for information and guidance; that a copy of the Resolution be forwarded to the Punjab Government for information; and that a copy be forwarded to the Financial *, Revenue and Agricultural,† Foreign and Public Works Departments for information and for such supplementary action in connection with the matter as may seem to be called for.

* Original paper returned.

† With a copy of the letter from the Government of the Punjab, dated the 22nd June 1885.

(True Extract),

A. MACKENZIE,

Secretary to the Government of India.

To the Foreign Dept.

Govt. C. B. Press, Simla.—No. 504 H. D.—8-9-85.—414.

No. 392S., dated Simla, the 22nd June 1885.

From—C. L. TUPPER, Esq., Officiating Secretary to the Government of the Punjab,

To—The Secretary to the Government of India, Home Department.

I AM directed by the Hon'ble the Lieutenant-Governor to address the Government of India on the subject of the preparation and treatment of annual reports, and to recommend the desirability of greatly reducing the burden which is now thrown upon District Officers, the Heads of Departments, and the Secretariat of the Local Government in connection with these.

2. For some years past the conclusion has been gradually forced upon the Lieutenant-Governor that the present overgrown system of reporting is a great incubus upon the Administration, and that it is incumbent upon the Government to take steps to lighten this load as far as possible. The subject of the reduction of the number of annual reports has already been before the Government of India in 1874, in connection with the question of the expenditure incurred in printing these volumes, and it was then suggested that certain reports should not be separately printed in future, but that their contents should be merely embodied in the Annual Administration Report. Accordingly it was proposed by the Punjab Government that, in compliance with the Resolution of the Government of India in the Home Department, No. 68-2837, dated 21st November 1874, the reports noted in the margin should no longer be printed, and this proposal was accepted by the Supreme Government as a tentative measure, except as regards the Vaccination Report (*vide* letter of Government of India in Home Department, No. 744, dated 30th April 1875). The orders which were then issued, and which were repeated in the Resolution of the Home Department, No. 364 of 26th February 1878, have however gradually been overlooked, and at present not only are all the annual reports of the province printed and reviewed, but in many cases they have become far more elaborate and detailed than was the case ten years ago. The result is that a far larger sum than is desirable is spent yearly on the publication of annual reports, and the time of all officers, and in particular of the officers of the Secretariat of the Financial Commissioner and of the Punjab Government, is unduly taken up by the task of compiling and reviewing reports. From the list of reports which was forwarded with Mr. Young's letter No. 2867-6168 of 14th December 1883, it will be seen that, excluding the Cotton Report, which has since been abolished, there are no less than 36 reports to be reviewed annually in the Punjab Secretariat, or an average of one for every eight working days, taking the working days of the year at 285. Similarly, five heavy reports have to be *compiled* in the Office of the Financial Commissioner, *viz.*, the Reports on the Revenue Administration, Excise, License Tax, and External and Internal Trade; while two more, those dealing with Stamps and the Lahore Government Gardens, are reviewed by the Financial Commissioner before they are submitted to Government. Of the above 36 reports, 15, as shown in the margin, are actually written by District Officers, and 6 more, *viz.*, the Reports on Sanitation, Vaccination, Jails, Police, Dispensaries and Lock Hospitals, are forwarded to Deputy Commissioners for their remarks. To the latter class will be added, under the scheme for the closer association of Revenue and Forest Officers, the Annual Report on the Forest Administration; and it is obvious, from the nature of many of these, that the work connected with them must occupy an officer, who desires to make a careful record of his opinion upon the business of the past year, as long as the actual compilation of certain reports. Taking both classes of reports together, a Deputy Commissioner is required to write or record his matured opinion upon an annual report once in every thirteen

Registration.
Vaccination.
Dispensaries.
Lunatic Asylums.
Lahore Medical School.
Stamps.
Native States.

Criminal Justice.
Civil Justice.
Stamps.
Registration.
Education.
Arboriculture.
Revenue Administration.
Excise.
Trade, External.*
Trade, Internal.
License Tax.
Municipalities.
District Boards and Committees.
Criminal tribes.*
Provincial Properties.

* Reports on these subjects are submitted by certain Deputy Commissioners only.

days; and when to this task is added the submission of a large number of returns, it must be conceded, the Lieutenant-Governor thinks, that the demand which this work makes upon the time of District Officers cannot fail to effect the efficiency of their administration. Indeed, Sir Charles Aitchison understands that this is admitted on all hands; and as the views of His Honour have already been accepted by the Government of India with regard to the Cotton and Arboriculture Report of this province, it does not seem necessary to enlarge at length upon this aspect of the question.

3. As regards the disadvantages of the present overgrown system of reports and the advantages of their reduction, the Lieutenant-Governor would offer the following observations. In the first place, as already said, the time of officers is unduly occupied by reporting, and by office work generally, and they are often unable to bestow sufficient attention to the more important duties entrusted to them. In the next place, the submission of annual reports does not appear called for in many cases. Doubtless such reports may have been required in the past; but now that the principles of administration in every Department have been clearly laid down, and departure from them is possible only within the narrowest limits, the same necessity for constant progress reports cannot be held to exist. In the third place, the system of annual reports almost necessarily becomes unsatisfactory in many cases. For instance, it may be said without fear of contradiction that it is almost impossible to say whether the causes of minor fluctuations apparent in the returns of Registration, or Criminal or Civil Justice, or Trade or Stamps, in any one year are permanent, or whether they are purely accidental and will disappear again. Under a system of triennial reports it is easier to eliminate such causes as are fortuitous; but as long as annual reports are demanded, so long will officers seize any reason, sound or unsound, to explain all variations. The Lieutenant-Governor is therefore of opinion that the alteration of the present system would result both in the correction of many mistakes of judgment which are now committed and the improvement of the reports themselves in style as well as in matter. In the fourth place, it will be possible to effect a considerable saving in the cost of printing annual reports which is now incurred in the Punjab. This is desirable at all times; and at the present time this advantage is, in His Honour's opinion, a strong argument in favour of the proposals which I am to lay before the Government of India. It must not be forgotten that a reduction of work in this direction will also serve, for a time at least, to reduce the demands for additional establishment which are year by year becoming more difficult to resist.

4. The general lines upon which the Lieutenant-Governor would wish to proceed in reducing the work at present entailed upon the Administration by the publication of annual reports are as follows. In the first place, Sir Charles Aitchison would propose to abolish the submission of separate reports, which can be shown to be unnecessary. Under this head will fall the Reports on Criminal Tribes and Provincial Properties, which are not submitted to the Government of India. In the next place His Honour would recommend that, in the case of all reports which are of value from a statistical or financial point of view, as much as, or more than, from an administrative view, a triennial report only should, where the circumstances of the case permit of it, be submitted, and returns accompanied by the briefest possible notes should be prepared in the other two years. The Government of India in the Financial Department have already agreed to the submission of tables only as regards excise and stamps, as will be seen below. The Government of India in the Department of Revenue and Agriculture have accepted the same system with regard to the Arboricultural Report of the province; and the Lieutenant-Governor would propose to extend it to a number of other reports, such as the Registration, Vaccination, License Tax, Trade and Forest reports. The principle of abandoning the annual publication of several of these reports has already been accepted by the Government of India in the Resolution of the Home Department, No. 364 of 26th February 1878. In the third place, where it is considered undesirable to do away with an annual report in any year, His Honour would propose to introduce a system of brief and full reports, the full reports

being submitted every third year. Under this head will fall the most important reports of the province, *e.g.*, the Revenue Administration Report, the Civil and Criminal Justice and Police Reports, the Education Report, &c. The submission of the full reports every fifth year, instead of every third year, would, perhaps, be preferable on general grounds; but under such an arrangement it might happen that some reports would not be reviewed at all during the five years' tenure of office of a Lieutenant-Governor. In the brief reports remarks would be confined as far as possible to an exposition of general results and points calling for special notice, which are brought out by the returns. Such reports will not deal with their subject exhaustively, but merely by way of explanation of matters which would otherwise appear obscure. It would be understood that for mere information recourse would be had to the tables of statistics, and that the text should by no means form a comment on every table as a matter of course. All repetition in a narrative form of matter already set forth with sufficient clearness in the statistical tables would be avoided. In the full reports the remarks would be directed to an exhaustive examination of the facts of the three past years and to showing the bearing of these facts upon the acknowledged principles laid down by Government for the guidance of the Department in question. The reviews of the Local Government would follow the reports in their nature; and in cases in which statistics under the second proposal above, or only brief reports, were submitted, the review of the Government would take the form of a letter rather than of a formal Resolution. When no remarks seemed necessary, the brief report would be simply acknowledged.

5. The orders which the Lieutenant-Governor proposes to issue, and the recommendations which he wishes to submit to the Government of India regarding each annual report, are as follows. For convenience' sake the reports are taken in the order in which they are shown in the table annexed to Mr. Young's letter of 14th December 1883, above quoted:—

I.—Reports submitted to the Government of India.

A.—Home Department.

6. *No. 1.—Lock Hospital Reports.*—The Reports on Lock Hospitals and the review thereon by the Local Government are required by the letters of the Government of India in the Home Department, No. 4496 of 11th November 1868 and No. 4952 of 28th October 1870. The reports are prepared by the Civil Surgeon or by a Military Medical Officer, and the Deputy Commissioner is merely required to record brief remarks upon them. The reports are now reviewed in the Military Department to this Government, and the issue of further orders is not required regarding them.

7. *No. 2.—The Dispensary Report.*—The orders of the Government of India desiring the submission of a report on the Dispensaries of the Province cannot be traced in this office. The District Reports are prepared by Civil Surgeons and are forwarded by them to Deputy Commissioners for remarks. The Provincial Report is compiled by the Inspector General of Civil Hospitals. The Lieutenant-Governor proposes to direct that this report shall be made a triennial one, and that in other years the usual tables of statistics accompanied by brief explanatory notes only shall be submitted to the Government of India, by whom it has been left to the Local Government to decide whether the report shall be separately printed each year or not (*vide* section 14 of Resolution of 26th February 1878). The principles upon which dispensaries are managed in the Punjab are now well known and are everywhere followed, and there is no probability of any immediate or marked increase in the number of these institutions. The important medical history of the year is contained in the Sanitary Report, and His Honour therefore thinks that there is no reason for the compilation or publication of a separate annual report upon dispensaries in this province.

8. *No. 3.—Chemical Examiner's Report.*—This is required by the orders of the Government of India, contained in the letter of the Home Department, No. 555 of 24th October 1879. The report does not entail any work upon District Officers, and it is not desired to make any change with regard to it.

9. *No. 4.—Lunatic Asylum Report.*—This report is submitted to the Government of India in accordance with the orders contained in the endorsement by the Home Department, No. 16-848 of 12th May 1876. It does not entail any work upon District Officers, and the publication of the returns of lunatics which are attached to it is required for the satisfaction of the local bodies, to whom the cost of maintaining most of the lunatics is charged. It is not, therefore, proposed to make any alteration in this case.

10. *No. 5.—The Sanitary Report.*—This report is required by the Resolution of the Government of India in the Home Department, No. 130 of 10th September 1868, paragraphs 5 and 14. The District Reports are prepared by the Civil Surgeons and are submitted to the Deputy Commissioners for remarks. The Sanitary Commissioner compiles the Provincial Report. Of late years the great length of the Punjab Sanitary Reports has elicited unfavourable comment, and orders have now been issued in accordance with the sense of the Resolution of 21st November 1874, above quoted, restricting the report to 25 pages of print. Further instructions do not appear called for at present. If in any year the Sanitary Commissioner desires to publish a fuller report, he will be required to obtain the permission of Government beforehand.

11. *No. 6.—Vaccination Report.*—This report is submitted to the Government of India in accordance with the orders contained in the letter of the Home Department, No. 1-52 of 7th March 1876. It does not entail any work upon District Officers; but, on the other hand, the progress of vaccination in the province does not usually call for special comment, and can be ascertained as easily from the statistical returns as from any remarks in the body of the report. The Lieutenant-Governor therefore proposes to avail himself of the discretion granted by section 14 of the Resolution of 26th February 1878, and to direct that the report be made a triennial one, and that returns only be submitted in other years.

12. *No. 7.—Joint Stock Companies Report.*—This is prepared by the Inspector General of Registration in accordance with the orders of the Government of India, received under cover of the letter of the Department of Revenue, Agriculture and Commerce, No. 187 of 28th March 1877. No alteration is required with regard to this report.

13. *Nos. 8-11.—The Reports on Criminal and Civil Justice, Jails and Police.*—The orders for the submission of these reports to the Government of India cannot be traced in this office, but they are doubtless of old standing. The Lieutenant-Governor would propose to direct that these reports should be full every third year, and that in other years they should be made as brief as is compatible with the object for which they are prepared and published. His Honour has observed that the memo. upon the Civil and Criminal Statistics of the North-Western Provinces, published under the orders of the Judges of the High Court, is far more brief than the reports of the Punjab. The first two reports, with the Report on the Revenue Administration of the Province, entail more work than any others upon District Officers. It does not appear advisable, however, at present to omit their preparation altogether in certain years, and to substitute the submission of tabular returns with brief explanatory notes for them.

14. *No. 12.—Stamp Report.*—This report pertains to the Financial Department, but till lately was disposed of in the Home Department of this Government. It is prepared by District Officers, and by them submitted to the Superintendent of Stamps. In the letters noted in the margin it has been stated that the Government of India in the Financial Department does not require the preparation of a separate report upon

Government of India, Financial Department, No. 143 of 30th April 1878, and No. 2259 of 11th August 1880.

either stamps or excise merely for its own purposes; and that as far as the Supreme Government is concerned, the early submission of the portions of the General Administration Report of the Province treating of these subjects will be sufficient. The Lieutenant-Governor intends to take advantage of this permission to direct that a Report on Stamps and Excise be submitted every third year only, and that in other years the usual tabular statements shall be prepared and forwarded to the Government of India by an early date, together with the portions of the Administration Report treating of these two matters.

15. *No. 13.—Registration Report.*—This report was ordered to be submitted for the official year by the letter of the Government of India in the Home Department, No. 4777 of 20th October 1869. It is not the policy of Government to make any income out of registration. The system is now well understood, and its working is closely supervised by a special officer; and the receipts in the Punjab are less than $1\frac{3}{4}$ lakhs of rupees yearly. The Lieutenant-Governor would therefore recommend that a Report on Registration should be submitted once only in three years, and that in the other years statements accompanied by brief explanatory notes should be accepted by the Government of India. In paragraph 14 of Resolution No. 364 of 26th February 1878 it was decided that the Registration Report should continue to be printed; but His Honour thinks that the Supreme Government will be willing to reconsider their order, as far at least as the Punjab is concerned.

16. *No. 14.—Education Report.*—This report was originally prescribed by the Court of Directors, and must apparently continue to be submitted yearly. The Lieutenant-Governor proposes, however, to instruct the Director of Public Instruction to make the report as brief as possible in two years out of three, and to submit a full report in the third year only. The Director will also be requested to choose one or two important points for special, though brief, notice in each annual report, and to indicate these beforehand to all Educational Officers and Deputy Commissioners, by whom the District Reports are prepared. The notice of the progress of education in each district will be confined to the full triennial report.

17. *No. 15.—The Administration Report of the Province.*—With regard to this report also, the Lieutenant-Governor proposes to lay down the rule that it shall be full every third year and brief in other years. Certain sections, such as the Military, Education, and Public Works sections, in past reports are capable of curtailment, and it is in these chiefly that curtailment of the brief reports will take place. This proposal will not, of course, in any way affect the orders of the Secretary of State regarding a full decennial report and red letter chapters.

18. *No. 16.—Annual Report on Publications registered under Act XXV of 1867.*—This report was called for by the Resolution of Government of India in the Home Department, No. 4240 of 20th September 1870. Its preparation and submission does not involve any special work on the Secretariat, and no change need be made as regards it.

B.—Foreign Department.

19. *No. 17.—Report on Native States.*—This report is prepared in accordance with the orders of the Government of India, contained in the letter of the Foreign Department, No. 1567 of 2nd September 1870. The report forms to a large extent that portion of the Administration Report which treats of Native States, and is necessary as affording to the Supreme Government full information regarding the important Chiefs who are under the political control of the Lieutenant-Governor. It is not proposed, therefore, to make any change with regard to it.

C.—Revenue and Forest Department.

20. *No. 18.—Forest Report.*—This report is submitted in accordance with the instructions of the Government of India in the Department of Agriculture, Revenue and Commerce, issued in 1871 (No. 47 of 12th December), and

subsequently. The circumstances under which it was first prescribed have however greatly changed, and the Lieutenant-Governor would wish to see this report made a triennial one, tables of statistics only being submitted in other years. The Government of India have agreed to this proposal as regards the Arboriculture Report (*vide* letter of the Department of Revenue and Agriculture, No. 938 of 25th October 1884), and the reasons which were applicable in the case of that report are applicable for the most part to the Forest Report also. The organisation of this Department has been practically completed, and its work is now conducted upon well-known principles. Forest Officers will shortly be associated with Civil Officers, and the risk of friction between the Forest and Revenue Departments will thereby be greatly lessened. The principal work to which this Department will devote itself during the next ten or fifteen years will be work of protection and reproduction, of the results of which it is impossible to judge in most parts of the Punjab from the experience of a single year. The Lieutenant-Governor would, therefore, urge upon the Government of India that a full report upon the forest operations of the Punjab should be required only once in three years, and that in other years tables of statistics accompanied by the briefest possible remarks of an explanatory nature should be accepted. If the Government of India is unable to approve of this recommendation, the Lieutenant-Governor would propose to apply the system of brief and full reports in the present case.

21. *No. 19.—Arboriculture Report.*—As has been already stated, the Government of India in the Department of Revenue and Agriculture have approved of the recommendation that this report should be made a triennial one, information of progress in other years being furnished in the shape of statistical returns.

22. *No. 20.—Cotton Report.*—This report has now been abolished on the representation of the Lieutenant-Governor as far as the Punjab is concerned (*vide* letter of Government of India, Revenue and Agriculture, No. 40 A. of 15th March 1884).

23. *Nos. 21 and 21A.—The Revenue Administration Report and Agricultural Report.*—The latter report, which is required by the letter of the Government of India, Revenue and Agriculture, No. 7A. of 14th May 1883, will in future cover part of the ground which has hitherto been occupied by the former. The orders requiring the submission of the Revenue Administration report to the Government of India cannot now be traced in this office. This report is perhaps the most important of all from an administrative point of view; and while the Lieutenant-Governor thinks that it would be desirable to apply to it the triennial system of brief and full reports, he would propose that in each year the Financial Commissioner should direct certain subjects, such as taccavi, or alienation of lands, or irrigation, or cattle disease, &c., &c., to be fully noticed by District Officers. The same proposals would apply to the Agricultural Report. The Lieutenant-Governor believes that in this way a more valuable collection of information can be made than under the old system, and he trusts that the Government of India will be able to approve of his recommendation in this matter.

D.—Financial Department.

24. *No. 22.—The Excise Report.*—The same orders as in the case of stamps apply to the case of excise, as above explained in paragraph 14. The Excise Report of the province will, therefore, be submitted triennially in future, tables of statistics and a copy of the notice of the subject in the Annual Administration Report being forwarded by an early date to the Government of India in other years. In the full triennial report the working of the excise system in each district will be noticed in detail.

25. *No. 23.—The External Trade Report.*—The Lieutenant-Governor feels sure that the Government of India will agree with him that the submission of an annual report on the foreign trade of the Punjab is not required. Statistics of foreign trade are compiled monthly, and are forwarded to the

Government of India as far as possible within one month of the period to which they relate. Information of the progress of trade is therefore available throughout the year, and, considering how unimportant the variations of the trade from year to year usually are, it seems unnecessary to review them formally in an annual report. The fact that no safe conclusions regarding the course of trade can be drawn from the figures of a single year has been practically admitted by the Government of India, as it has been ordered that statistics in the body of the report shall be shown in each case for three years. It would appear that a triennial report will answer all the purposes of an annual report, and it will possess the advantage of being far more reliable and interesting.

26. *No. 24.—Review of Provincial Service Accounts.*—This has been made as brief as possible, the review now being in the shape of explanatory notes of the figures contained in the tabular statements, as may be seen from a reference to the last review, which was forwarded to the Government of India under cover of the letter of this office, No. 1048, dated 27th April 1885. No further orders are required as regards this report.

27. *No. 25.—The License Tax Report.*—This report is required by the orders of the Government of India in the Department of Finance and Commerce (*vide* letters Nos. 1267 and 684 of 17th June 1879 and 27th May 1880). The report is submitted by Deputy Commissioners, and the Lieutenant-Governor would propose to treat it in the same manner as the Stamp and Excise Reports of the province. The system of assessment of the License Tax is now well understood; the variations in the yield of it have become comparatively insignificant; and the amount realised yearly from it is small as compared with the Excise Revenue of the province, and still smaller as compared with the Stamp Revenue. The Lieutenant-Governor therefore trusts that the Government of India will accept his proposal to treat this report in the same way as the Reports upon Stamps and Excise. A brief notice of the working of the tax in each district will be recorded in the triennial reports.

28. *No. 26.—Municipal Report.*—This report is submitted in accordance with the orders contained in the letter of the Government of India in the Department of Revenue, Agriculture and Commerce, No. 2-83 of 8th August 1876. The Lieutenant-Governor proposes to direct that it shall be brief for two years out of three, and full in the third year.

29. *No. 27.—Internal Trade.*—Arrangements are now being made for the preparation of quarterly returns of the Internal Trade of the province, and the Lieutenant-Governor considers that the report on this subject should, like the Report on Foreign Trade, be made a triennial one, tabular statements being submitted in two years out of three. These proposals will not affect the yearly preparation of a monograph on one of the manufactures of the Punjab. This will continue to be submitted as usual.

II.—Reports not submitted to the Government of India.

30. These seven reports* may be dismissed briefly. It is intended to abolish the Provincial Properties Report in future, and to incorporate that upon Criminal Tribes in the Police Report of the province, and that on the Lahore Medical School in the Education Report. Many provincial properties will, it is hoped, be transferred to local bodies for management. Of those which remain under the control of Deputy Commissioners, tabular statements with brief explanatory remarks will be submitted to the Commissioners of Divisions for transmission to the Local Government.

* Lahore Museum.
Meteorology.
Lahore Government Gardens.
Provincial Properties.
District Funds.
Criminal Tribes.
Lahore Medical School.

A triennial report upon the Lahore Government Gardens is, it should be observed, due to the Government of India in the Department of Revenue and Agriculture.

31. Such are the detailed proposals regarding each annual report which the Lieutenant-Governor desires to submit for the consideration of the Government of India. Summed up briefly, they may be shown as follows :—

Subjects of which the separate reports will be abolished.	Subjects which will be treated under the system of Statistical Returns for two years, and a report in the third year.	Subjects which will be treated under the system of brief reports for two years, and a full report in the third year.	Subjects the reports on which required no present orders.
1. Provincial Properties.	1. Dispensaries.	1. Civil Justice.	1. Lock Hospitals.
2. Criminal Tribes.	2. Vaccination.	2. Criminal Justice.	2. Work of Chemical Examiner.
3. Lahore Medical School.	3. Stamps.	3. Jails.	3. Lunatic Asylums.
	4. Registration.	4. Police.	4. Sanitation.
	5. Forests.	5. Education.	5. Joint Stock Companies.
	6. Excise.	6. Administration.	6. Publications under Act XXV of 1857.
	7. Foreign Trade.	7. Revenue Administration.	7. Native States.
	8. License Tax.	8. Agriculture.	8. Arboriculture.*
	9. Internal Trade.	9. Municipal.	9. Provincial Services and Accounts.
			10. Lahore Museum.
			11. Meteorology.
			12. Lahore Government Gardens.
			13. District Funds.

* This report falls under column 2, in accordance with the orders of the Government of India already passed upon it.

On receipt of the orders of the Supreme Government, a statement will be drawn up in this office dividing the reports submitted to the various Departments of the Government of India as equally as possible over the period of three years, so that a certain number of the reports may be treated and reviewed fully in each year. The necessary orders will also issue regarding the early preparation of those portions of the Administration Report in each year which are required to be forwarded to the Government of India, because tabular statements only of the subjects treated in such portions are submitted in that year. The statistical statements will in all cases be forwarded by the dates already fixed for the submission of annual reports to the Supreme Government.

32. Sir Charles Aitchison is satisfied in his own mind that the suggestions which are now submitted for the consideration of the Government of India will result in a great administrative gain, directly and indirectly. It will relieve officers of a burden which is at present almost intolerable, and will enable them to devote more time to really important duties. It will give them a greater interest in the preparation of such reports as will be submitted yearly, and this will necessarily lead to an improvement in the character of the reports and of the reliability of their contents. It will relieve the Financial Commissioner

and the Punjab Government Secretariat of much unnecessary work which is now done at the greatest possible inconvenience, and occasionally at the sacrifice of work of a more useful nature. And it will undoubtedly cause a considerable saving in the printing charges of the province. The measure proposed is further an important step in the direction of the system of decentralisation, which it is desirable to further in every possible way; and if it meets with the general approval of the Supreme Government, the Lieutenant-Governor intends to make subsequent recommendations for the extension of the powers of the Financial Commissioner, of the Commissioners of Divisions, and of Deputy Commissioners in the Punjab, and for the reduction of the number of periodical returns required of District Officers. Annual reports have, the Lieutenant-Governor conceives, a double aim, *viz.*, first, the presentation of evidence of departmental efficiency; and secondly, the collection in a convenient form of information useful for administrative and other purposes. So far as supervision by Government is concerned, that is likely to be far more effective on the triennial than on the annual system of reports, while the Heads of Departments will not probably find any difficulty in judging of the results of the work of their subordinates from brief reports or from statistical tables alone. And so far as the collection of information is concerned, the Lieutenant-Governor cannot doubt that much positive gain will accrue to the Administration from the proposed system. The Lieutenant-Governor will be obliged if early orders can be passed on these proposals, so as to admit of the system being adopted in next year's reports, or sooner if possible.

33. In conclusion I am to state that a copy of this letter has been forwarded to the Government of India in the Financial and Revenue Departments, with reference to the recommendations made in the case of the reports which are submitted to them.

No 2834 I.

Copy forwarded to the Resident in Mysore for information and guidance.

By order &c.

Foreign Department
Internal
Simla, the 21st August 1885.

W. Mumingham
Offg Under Secretary to the Govt of India.

Govt, C. B. Press, Simla.—No. 584 F&D.—11-8-85—300.

1 (4)

Proceedings of the Chief-Commissioner of Mysore, General Department, 7th September 1878.

From the Officiating Secretary to the Government of India, To the Chief Commissioner of Mysore and Coorg,—Home Department.—Public, No. 32—1345, dated Simla, the 23rd July 1878.

I am directed to forward the accompanying copy of a despatch* from Her Majesty's Secretary of State for India, with enclosure, on the subjects (1) of the re-writing of the chapters containing the standard information, and (2) of ensuring uniformity in the preparation of the Annual General Administration Reports.

* No. 92 (Statistics and Commerce), dated 16th May 1878.

2. With reference to paragraph 2 of this despatch, His Excellency the Governor General in Council considers it inexpedient to instruct Local Governments to re-write the chapters containing standard information before the report for the year 1882-83 falls due.

3. With respect to paragraph 3 of the despatch, I am directed to circulate again copy of the Resolutions† issued by the Government of India in 1873 and 1874, relative to the preparation of these reports, together with a list of the prescribed statements to be appended thereto; and I am to invite special attention to Lord Cranbrook's remarks as to the want of uniformity displayed in some of the reports.

† No. 1674, dated 12th May 1873. No. 63-2646, dated 27th October 1874.

4. I am to take this opportunity of commenting upon the unpunctuality with which some Local Governments furnish their Administration Reports, as will be seen from the enclosed table shewing the dates on which the several reports were received in this office during the past four years. Her Majesty's Government have also, on more than one occasion, noticed the delay which occurs in the transmission of the reports in question by the Local Governments and Administrations to the India Office. The latest date for the despatch of an administration report from the Province which it concerns should be the 15th December next after the close of the official year. If despatch is delayed after that date, special explanation should in each case be submitted to the Home Department. The Governor General in Council trusts that suitable measures will be taken to secure greater punctuality in future. Such punctuality can only be secured if all the departmental reports, on which the administration report must necessarily be based, are submitted punctually by the several grades of authorities on the prescribed dates. And the enforcement of punctuality must be carried down to the lowest reporting officer in all departments. If a single Sub-divisional officer's report is late, the Collector's report is delayed; if a single Collector's report is after time, the Commissioner's report is kept waiting; and so with the district reports in the Revenue, Educational, Registration, Jail and other Departments. It does not seem that delay in the submission of these reports is always due to the magnitude of the transactions to be reported upon; for the British Burma and Oudh reports appear to have been among the most unpunctual. The Central Provinces report is the only provincial report that has been prepared and submitted with regularity and punctuality. I am to suggest that each Local Government and Administration should again look into the matter, and should prescribe fixed dates for the submission of district and departmental reports. Supervising officers would then be responsible that the orders of the Local Government were obeyed; and by degrees punctuality would be secured.

Statistics and Commerce.
No. 92.

INDIA OFFICE;
London, the 16th May 1878.

To His Excellency the Right Honourable the Governor General of India in Council.

MY LORD,—As it is desirable, as far as possible, to ensure uniformity in the preparation of the administration reports of the various Presidencies and Provinces, I desire to draw the attention of Your Excellency to the subject of the most appropriate time for bringing out another edition of the fuller reports compiled for the most part in 1872-73.

2. It appears to me that the chapters containing standard information should in all cases be re-written in the reports for the year 1872-73, when the results of the Census, which will doubtless be taken in 1881, can be embodied. If Your Excellency is of opinion that an interval of 10 years is longer than should be allowed to elapse before the preparation of the full reports, the most suitable date would be after five years, in which case the reports for 1877-78, now about to be put in hand, should be so prepared.

3. I am desirous of learning the views of Your Excellency on the question, and I take the opportunity of again requesting attention to the subject noticed in the Resolution forwarded in the letter from your Government of the 4th of December 1874, No. 68 (Public), of the want of uniformity on the part of some of the administrations, in the forms in which the statistical tables appended to the reports are prepared. * * * In some of the reports, notably those of the minor administrations, the tables have been prepared with great care and attention to uniformity, but they should, as far as possible, be confined to the Appendix, not, as in the instance of the report for

the Hyderabad Assigned Districts for 1876-77, included in Part II (the Report itself), and they should be so arranged that the same notation should apply to corresponding tables in the several reports. For example, if the statement of crops cultivated is denoted by III E 1 in the reports for Assam and the Central Provinces, it should not be numbered III D 1 in Oudh, Berar, Mysore, and British Burma, IV 6 in the North-West Provinces, 42 in the Punjab, IV A 2 in Madras, and IV A 1, 2, and 3 in Bombay.

I have the honor to be,
My LORD,
Your Lordship's most obedient, humble Servant,
CRANBROOK.

Extract from the Proceedings of the Government of India in the Home Department (Public), No. 1674, dated Simla, the 12th May 1873.

* * * *

RESOLUTION.—On review of the correspondence with Local Governments and Administrations which has been cited above, the Government of India determined that Administration Reports should be henceforward drawn up on an uniform plan, and that the plan submitted by the Government of Bengal was, on the whole, the best. This plan was accordingly recommended to the Secretary of State for adoption, and has been sanctioned with certain modifications. The form appended to this Resolution gives the main headings into which the report is to be distributed, and the serial order which they are to observe. This order follows the general course of the arrangement of the statistical tables, subordinate classes or headings having in most cases been purposely left to be filled in by the compiler at discretion. As to the system or principle upon which these reports are to be written, which it has been the main object of the foregoing correspondence to settle, His Excellency in Council now proceeds to communicate the following instructions.

2. An Annual Report is intended to set out a clear and compact retrospect of the working of the Local Administration during the year, of the principal events with which the Government is concerned or has to deal, of the more important measures that have been actually taken, and of the course of ordinary or extraordinary business in every Department. It is not the proper object of such a report to provide an annual hand-book of information upon such subjects as physical geography, the permanent constitution of administrative machinery, land tenure, taxation, or upon other matters which do not change from year to year. But inasmuch as the history of a year's government cannot be followed without a fair understanding of, and frequent advertence to, the existing condition of the country and its political institutions, it is desirable to maintain a record of these in a shape more conveniently accessible than the scattered sources from which readers might at present have to collect this kind of information for any particular Province. What is wanted, in fact, is something that may be less elaborate and more readily producible than the Gazetteers, which shall nevertheless be more of a volume for standard reference and less entirely an annual narrative, than the regular official report. At the same time these reports must be as brief as is consistent with perspicuity, and with a due regard to the importance of recording the main features of every measure of general interest either commenced, advanced, or completed, and of explaining, when necessary, the principles upon which such measures are based. Where any such measures are under deliberation, either as to principle or practice, all controversial argument upon undecided points must be avoided, and the report should generally adhere as closely as possible to a clear and concise statement of accomplished facts.

3. His Excellency in Council has come to the conclusion that these purposes may be best answered by the following system. The skeleton frame of the Administration Report, appended below, has been drawn up so as to contain chapters for both kinds of information, for matter of standard reference, as well as for matter of annual narrative; but when the first-named kind of information has once been filled in, it need be repeated only whenever some radical change shall have been made which must be noticed to explain the proceedings taken during the year. The headings of these chapters are in red letter; it is hoped that they can be written up once for several years to come in the report for 1872—73, after which they will only contain a reference back to that year's report. Only a very short dissertation or description is expected under these red-letter headings or prefaces, sufficient to give readers a fixed starting point from which they can follow up and appreciate the facts and figures which are presented in each section for the year under review. In this form it should be possible, for example, to mention the prevailing land tenures within the space of a page, and, under Administrative, Legislative or Ecclesiastical, to specify in the red-letter heading the chief authorities, executive, legislative, and diocesan. No more is absolutely needed for standard reference, though further detail may be given at discretion; and when any complete article upon such a subject as the physical geography or resources of a country has been already prepared for the Provincial Gazetteer, or for some preceding report, an accurate and succinct summary of it will be enough, if the whole cannot be inserted. The Superintendent of Gazetteers has intimated that he can arrange to supply abridged articles upon these topics, and upon the history of the country since it came under British rule, for the Provinces where Local Gazetteers are in course of preparation. It should be clearly understood that the contents of these red-letter headings should not be repeated annually after their first appearance in a report, unless any material changes shall have occurred.

Proceedings of the Chief Commissioner of Mysore, General Department,
7th September 1878.

Part I.

GENERAL SUMMARY.

Part II.

I.—Physical and Political Geography.

Physical features of the country, area, climate and chief staples.

Political.—

Historical summary.
Form of Administration.
Character of Land Tenures; system of Surveys and Settlements.
Civil Divisions of the British Territory.
Details of the last Census. Tribes and language.
Changes in the Administration.
Relations with Tributary States and Frontier Affairs.

II.—Administration of the Land.

Surveys.
Settlements.
Waste lands.
Government Estates.
Wards' Estates.

III.—Protection.

Course of legislature.
Police.
Criminal Justice.
Prisons.
Civil Justice.
Registration.
Municipal Administration.
Military.
Marine.

IV.—Production and Distribution.

Agriculture.
Weather and Crops.
Horticulture.
Forests.
Mines and Quarries.
Manufactures.
Trade.
Public Works.

Roads.
Railways.
Canals.
Telegraph.
Post Office.

Irrigation.

V. Revenue and Finance.

(*a*).—*Imperial Revenue and Finance.*

Land Revenue.
Canal Revenue.
Sources of Imperial Revenue other than the Land.

Customs.
Opium.
Salt.
Excise.
Stamps.
Any other taxes levied for imperial purposes.

(*b*).—*Revenue and Finance other than Imperial.*

Provincial Revenues.
Local Funds.
Road Cesses.
Education Cesses.
Municipal Revenues.

VI.—Vital Statistics and Medical Services.

Details of Census if taken in the year of report.
Births and deaths.
Emigration.
Medical Relief.
Sanitation.
Vaccination.

VII.—Instruction.

Progress of Public Instruction.
Education.
Literature and the Press.
Literary Societies.
Arts and Sciences.

VIII.—Archæology.

IX.—Miscellaneous.

Ecclesiastical Institutions.
Ecclesiastical.
Stationery.
General Miscellaneous.

Proceedings of the Chief Commissioner of Mysore, General Department,
7th September 1878.

4. In Part I the term political is used in its ordinary European meaning. The Secretary of State, in a despatch lately received, concurred with the Government of India as to the propriety of excluding from the reports all matter connected with the Native States within the limits of India, and with the relations of the British authorities with Foreign powers beyond the frontiers of India. The economical condition of Native States, and their public and recognized relations with the British Government, can be noticed and explained; but diplomatic transactions with Native Indian States, and with Foreign powers, and co-temporary events affecting those transactions, must not be printed in an annual report of interior civil administration. In regard, however, to the frontier districts, which are in constant communication with tribes or independent Chiefs, His Excellency in Council considers that it might be inconvenient to keep altogether out of the periodical record of events in these districts any account of our dealing with the adjoining Chiefs or tribes. His Excellency in Council is, therefore, willing that a sufficient account of these matters shall be inserted, all discussions of unsettled questions and considerations of policy being of course avoided. But His Excellency in Council trusts that he may rely upon Local Governments to exercise careful discretion and great reserve as to introducing into these annual reports any mention of affairs or interests which fall properly within the cognizance of the Foreign Department.

5. Each Annual Report will in future begin with a separate Summary of the year's administration, after the kind already given in several reports. It is a compendious survey of the moral and material movement of the country, as marked by the events and measures of the year, to be illustrated by the more particular account and statistics which will follow under different heads in the body of the report and in the Appendices. The Secretary of State, in his letter quoted at the head of this Resolution, considered that "the preparation or at least the editing of a report should be intrusted to one officer, that it might bear the impress of one mind." The main object here seems to be that Departmental Reports, which very properly contain more minute particulars than can or ought to be included in the Provincial Report, shall be condensed with due regard to proportion of quality and quantity, to the relative importance of each different subject and to the space which can be allotted to all—before they are amalgamated into the general report drawn up by the Government. One of the Administration Reports of 1871-72 illustrates the disadvantages of a system which binds up together several departmental sections, so that some of the chapters read like separate contributions from independent bureaux, without taking into account the solidarity of all branches of an Administration, or their influence through good or bad management one upon the other.

6. The subject of revising the tabular statements which should be annexed to the Administration Reports is under consideration: but upon this separate and subordinate matter orders will issue hereafter.

Government of Fort St. George.	Chief Commissioner of Oudh.
" Bombay.	" " Central Provinces.
" Bengal.	" " British Burmah.
" N. W. Provinces.	" " Mysore and Coorg.
" Punjab.	Resident at Hyderabad.

ORDERED, that a copy of this Resolution be forwarded to the Local Governments and Administrations named on the margin, for information and guidance.

Foreign Department.	Public Works Department.
Military "	Legislative "
Financial "	Department of Agriculture, Revenue, and Commerce.

ORDERED, also, that a copy of this Resolution be forwarded to the Departments noted on the margin, for information and for the issue of such further orders as may be necessary in those Departments.

(True Extract,)
A. C. LYALL,
Secretary to the Govt. of India.

Extract from the Proceedings of the Government of India in the Home Department (Public), Nos. 63—2646-57, under date Fort William, the 27th October 1874.

READ again—

Home Department Circular Nos. 4317—4323, dated 23rd September 1869.
" " Resolution Nos. 1674—90, dated 12th May 1873.

Read also the following despatch from the Secretary of State for India, No. 10, dated the 2nd July 1874:—

"I have to call your attention to the want of uniformity and completeness in the preparation of some

of the appendices of the Annual Administration Reports furnished by the several Local Governments and Administrations.

"2. A certain arrangement of statistical forms was recommended in 1866 by the Statistical Committee for adoption in these reports. In the case, however, of four Provinces, *viz.*, Madras, Bombay, Punjab and North-Western Provinces, a quite distinct arrangement has been followed, while the report from Hyderabad does not furnish any statistical tables at all.

"3. I have further to point out the following deficiencies in the statistical information supplied in the appendices to some of the Reports for 1872—73. In the Bengal Report, no information is given under the following important heads, *viz.*, Political Relations, Military, Agriculture and Manufactures. Probably, in some instances, the information would be merely a repetition of that contained in the quinquennial summary, in which case it would be sufficient to enter a reference to the volume and page at which it may be found. In the appendix to the Madras Report, only 11 out of 27 prescribed heads of information are touched upon at all. The Report from Bombay contains no vital statistics, and the appendices to the North-Western Provinces, Mysore and Coorg Reports comprise no statistics of manufacture or trade.

"4. On the other hand, I must express my approval of the manner in which the required statistical tables have been drawn up in the Reports of the Oudh and Central Provinces Administrations. The prescribed forms have been carefully adhered to, and all available information has been collected and classified under the several heads.

"5. I have to request that you will give instructions to the several Local Governments and Administrations to follow, as far as practicable, the arrangement above referred to in the preparation of the appendices of their future Annual Reports."

RESOLUTION.

The Secretary of State draws special attention to the statistical tables which should form Part III of the Annual General Administration Reports, and to the fact that the tables attached to the reports of some of the Local Governments have not been prepared in the forms recommended by the Statistical Committee of 1866. The fact, however, is that no conclusive orders have ever been issued prescribing unreservedly those forms for general use. In October 1866, the several Local Governments and Administrations were asked to make an attempt to record the required information in the manner prescribed by the Committee, and reports were received in reply shewing the extent to which it was considered possible to comply with the order. A long correspondence on the subject ensued, and in 1869, upon representations from certain Local Governments of the difficulties experienced in collecting the information required by the Committee's forms, the Government of India came to the conclusion that the forms must be greatly modified before their adoption could be finally sanctioned in some of the more important branches of the Administration. The Local Governments and Administrations were informed accordingly, and they were invited to offer suggestions for re-casting any of the other forms that were considered unworkable or incomplete. Subsequently, in the case of a few particular departments, forms have been settled and circulated for general adoption throughout India. Thus, one set has been lately prescribed for Educational Statistics, and Local Governments have also been asked whether the Ecclesiastical Form No. IV A is worth retaining. A set of Judicial Forms illustrating the working of the Civil and Criminal Courts, a Form for recording Mortuary Statistics, and another for shewing the operation of the Registration Department, have also been separately prescribed. And the remaining forms are now under consideration. The Government of India will be glad to receive any suggestions and criticisms on the forms, or sets of forms, which have not yet been specially prescribed; it being always kept in mind that the object in view is to give a compact summary of important statistical information only, and in a form suited not for local peculiarities but for general adoption.

2. In the meantime it appears practicable to settle finally the arrangement and distribution of the contents of the Administration Reports themselves, as distinguished from the appendices. The Reports for 1872—73, which are noticed by the Secretary of State, were intended to serve a special purpose, that is, to give a brief record of the existing condition of the country and its political institutions, as well as a narrative of the year's events. And in the Resolution of the Home Department, dated 12th May, a form of Report was prescribed which provided special chapters, distinguished by red letter headings, for arranging the necessary information on matters of standard reference. It was also anticipated by the Resolution that these chapters would be written up once for several years to come in the Report for 1872—73, after which future reports would only contain a reference back to that year's report.

3. In preparing the Reports for 1872—73, the local authorities have in a great measure kept in sight the instructions of May 1873. They have, however, permitted certain variations, so that the desired uniformity has not been altogether obtained. Thus the Madras and Bombay Reports for 1872—73 have been properly divided into three Parts,* and in Part II of the Madras Report all the red letter chapters have been given, except (a) "Literary Societies" and (b) "Ecclesiastical Jurisdiction." One ordinary chapter—Archæology

* (I.)—The General Summary.
(II.)—The Departmental Chapters.
(III.)—The Tables of Statistics.

—has been omitted. In the Bombay Report all the red letter chapters required have been given, and to distinguish them from the ordinary chapters the headings have been printed in red. Some of the chapters have been written by gentlemen possessing peculiar qualifications for the work, and in this respect the Bombay Report has a special value.

4. The Bengal Report has been divided into four Parts instead of three. Part I is called "The Introduction" instead of "The General Summary", and the red letter chapters are grouped together in a separate Part of the Report under the title of "Statistical Summary," which does not seem to be a very accurate designation. The Government of Bengal explains that as the Government of India did not positively require that the red letter chapters should be wholly prepared in the present year, it was thought better to collect them together with a separate paging so as to keep them distinct from the report in order that they might be eventually expanded and completed. Here the wishes of the Government of India have been misunderstood. The intention was that the red letter chapters should be written up once for all in the Reports for 1872—73, and it was clearly stated that their contents should not be annually repeated except in the event of some material change. The Bengal Report contains also two chapters which are not included in the form circulated by the Government of India,—one on the Condition of the People, and the other on Frontier Relations and Feudatory Estates. Both these chapters contain much interesting matter. The latter chapter might with advantage have been included in the "Historical Summary;" and as it deals with Cooch Behar and the Tributary Mehals, "Frontier Relations and Feudatory States" would have been a more suitable title.

5. In the North-Western Provinces Report also the title of Part I has been changed.* The red letter chapters are, for the most part, very brief, and the separate sections—Historical Summary, Form of Administration, and Character of Land Tenures—are thrown together under a single heading—"Political."

* It is called "Introductory Chapter."

In the ordinary chapters also the arrangement of subjects is not altogether appropriate. For instance, in the chapters on Revenue and Finance, the subject matter of paragraphs 360 to 377* and of paragraph 380† would seem to belong to "Administration of the Land."

* Rent Act.
† Court of Wards.

6. The Punjab Report has been properly divided into three parts, and all the red letter chapters are given, but they are not distinguished by any colored heading. In the departmental chapters, the subject of "Local Cesses" is included in the chapter on "Administration of the Land" instead of in that on "Revenue and Finance" to which it would seem properly to belong.

7. In the British Burma Report the omission of the red letter chapter—"General System of Public Instruction"—is to be regretted. In other respects, the instructions of the Government of India have been carefully followed. The General Summary is particularly good.

8. The Hyderabad Report has no tables of statistics appended to it as Part III, but it has a special Part III headed "Military," in which there are some miscellaneous chapters* on subjects which might have been dealt with under the prescribed chapters and headings.

* Imperial Public Works.
Nizam's State Railway.
Residency Bazars, &c.

9. The Mysore Report includes in the appendix the Deputy Accountant General's Report on the civil accounts for the year *in extenso*. It would have been quite sufficient had a brief abstract of this been incorporated in the chapter on Revenue and Finance.

10. The Reports for Oudh and the Central Provinces have been specially commended by the Secretary of State; their arrangement is in accordance with the standard plan which the Government of India desire to make uniform. The attention of the other Local Governments and Administrations are invited to the Resolution of the 12th May 1873 and to the remarks made by the Secretary of State, and it is requested that thye may be kept in view at the time of preparing future Administration Reports.

11. His Excellency the Governor General in Council trusts that the Administration Reports of 1873-74 may be prepared without any avoidable deviation from the form and series laid down by the Resolution of 12th May 1873. Where no material impediment exists, uniformity of arrangement is incontestably convenient for the purposes of general review and comparison in India and (particularly) in England. Where any material impediment is found to exist, it should be communicated beforehand to the Government of India, in order that it may be removed or adjusted in consultation with the Local Government concerned.

Proceedings of the Chief Commissioner of Mysore, General Department, 7th September 1878.

ORDER.—Ordered, that a copy of this Resolution be forwarded to the several Local Governments and Administrations for information and guidance.

(True Extract.)

C. BERNARD,
Secretary to the Govt. of India.

Nos. 63—2657 A & 2657 B.

ORDERED also, that a copy of this Resolution be forwarded to the Foreign Department and the Department of Revenue, Agriculture and Commerce for information.

List of Statistical Tables to be appended to the Annual Administration Reports.

APPENDIX A.

I.—Statistics of Physical, Political and Fiscal Geography.

A.—Physical Geography—including area, character of surface, and climate.
B.—Political relations with Native States.
C.—Civil Divisions of British Territory.
D.—Population—classified as far as possible.
E.—Fiscal Statistics—including Survey, Settlements, Landed Tenures, and Land Revenue.

II.—Statistics of Protection.

A.—Legislative.
B.—Judicial—Civil and Criminal Courts.
C.—Prisons.
D—Police.
E.—Military.
F.—Marine.

III.—Statistics of Production and Distribution.

A.—Finance.
B.—Public Works.
C.—Railways.
D.—Marine.
E.—Agriculture.
F.—Prices of Produce and Labor.
G.—Mines.
H.—Manufactures.
I.—Trade.
K.—Coinage and Currency.
L.—Charitable Institutions.

IV.—Statistics of Instruction.

A.—Ecclesiastical—including places of Worship and Ministers of all creeds.
B.—Education.
C.—Literary and Scientific.

V.—Statistics of Life.

A.—Births and Deaths.
B.—Hospital Returns.
C.—Vaccination Returns.

Proceedings of the Chief Commissioner of Mysore, General Department, 7th September 1878.

No. 4423—GENL. 103, DATED BANGALORE, 7TH SEPTEMBER 1878.

ORDERED, that copies of the despatch above read and its enclosures be communicated to Heads of Departments for information and guidance.

2. With reference to the instructions conveyed in para 4 of Mr. Bernard's letter, the Chief Commissioner considers that having regard to the increased bulk of the reports to be prepared by the District Officers, the periods allowed hitherto for their preparation may be somewhat extended, and accordingly prescribes that the Annual Reports to be furnished by the Deputy Commissioners under 'B. Judicial' 'C. Prisons,' and 'D. Police' shall reach the Commissioners on or before the 1st March, and all other reports which refer to the period of the official year, shall be submitted similarly on or before the 1st June. The Annual Reports to be furnished by other Heads of Departments should reach this Office by the dates specified below:—

Judicial Commissioner. Inspector General of Jails. Inspector General of Police.	.. 15th May.
Commissioners of Divisions	.. 1st July.
Chief Engineer, P. W. D.	.. 15th Do.
Survey and Settlement Commissioner	.. 15th June.
Inam Commissioner	.. 15th June.
Deputy Accountant General.	.. 1st July.
Inspector General of Registration.	.. 1st June.
Controller, Money Order Offices.	.. 1st June.
Director of Public Instruction	.. Do.
Deputy Surgeon General, I. M. D.	.. 1st May.
Conservator of Forests.	.. 15th July.
Military Assistant.	.. 15th June.
Deputy Superintendent, Topographical Survey.	.. 15th June.
Director of Government Gardens.	.. 1st May.
Anche Bakshi.	.. 1st May.
President, Cantonment and Town Municipal Commissions.	1st July.
Superintendent, Government Experimental Farm.	.. 1st May.

3. The following statistical returns which have not been regularly furnished of late years should be submitted with their annual reports in future by the Heads of Departments concerned, and it is requested that in regard to such of the reports for the past year as have been already sent in, the omissions may be supplied with the least practicable delay.

By Superintendent of Revenue Survey and Settlement, and Deputy Superintendent, Topographical Survey.	I. E. Fiscal. 1. The Survey and Settlement, Survey (Trigonometrical, Topographical, Revenue) Settlement.
By Deputy Commissioners and Commissioners of Divisions.	I. E. 3. Varieties of tenure held direct from Government. „ 4. Varieties of tenure not held direct from Government. „ 5. Register of Transfers. „ 6. Land Revenue.
By Chief Engineer, Public Works Department.	III. B. Public Works. 1. Statement shewing the expenditure of money in the Public Works Departments. 2. Statement shewing the Income and Expenditure of reproductive works in the Public Works Department. III. C. Railways.

No. 1674.

Extract from the Proceedings of the Government of India in the Home Department (Public),—dated Simla, the 12th May 1873.

READ again—

Despatch from Her Majesty's Secretary of State, No. 100, dated the 26th October 1870, on the subject of the preparation of the Annual Administration Reports, and the endorsement thereon to the Local Governments and Administrations, Nos. 5263 to 5273, dated the 2nd December 1870, forwarding a copy of the despatch for information and guidance.

Letter from the Government of Bengal, No. 101, dated the 10th January 1871, offering remarks on the foregoing despatch.

Despatch to Her Majesty's Secretary of State, No. 13, dated 1st February 1871, forwarding the above letter from the Government of Bengal for information.

Read again the following further correspondence with the Local Governments and Administrations, containing suggestions as to the best mode of compiling the Annual Administration Reports:—

1. Letter from Government of Bengal, No. 2366, dated 22nd May 1871.
2. Circular to Local Governments and Administrations, Nos. 3199 to 3207, dated 30th June 1871.
3. Letter from Resident at Hyderabad, No. 24, dated 14th July 1871.
4. Letter from Government of Bombay, No. 1961, dated 19th July 1871.
5. Letter from Officiating Secretary to Chief Commissioner of Mysore and Coorg, No. 2019-11, G, dated 22nd July 1871.
6. Letter from Government of Panjab, No. 1354, dated 1st August 1871.
7. Letter from Government, North-Western Provinces, No. 3424, A, dated 7th August 1871.
8. Letter from Officiating Secretary to Chief Commissioner of Oudh, No. 3643, dated 7th August 1871.
9. Letter from Officiating Secretary to Chief Commissioner, Central Provinces, No. 1963-160, dated 14th September 1871.
10. Letter from Secretary to Chief Commissioner of British Burmah, No. 313--250, dated 16th October 1871, and enclosure.
11. Resolution of the Government of India, Foreign Department, No. 2205, G, dated 30th October 1871.
12. Letter from the Government of Fort St. George, No. 423, dated 28th March 1872.

Read again—

Despatch sent to Her Majesty's Secretary of State, No. 57, dated the 17th June 1872, in the 5th paragraph of which it was recommended that His Grace should sanction, with certain modifications, the proposal of the Government of Bengal for the preparation of the Annual Administration Reports.

Read—

The Secretary of State's reply, No. 93, dated 14th August 1872, agreeing to the proposed arrangement, and requesting the issue of the necessary instructions to all Local Governments and Administrations.

RESOLUTION.

On review of the correspondence with Local Governments and Administrations which has been cited above, the Government of India determined that Administration Reports should be henceforward drawn up on an uniform plan, and that the plan submitted by the Government of Bengal was, on the whole, the best. This plan was accordingly recommended to the Secretary of State for adoption, and has been sanctioned with certain modifications. The form appended to this Resolution gives the main headings into which the Report is to be distributed, and the serial order which they are to observe. This order follows the general course of the arrangement of the statistical tables, subordinate

classes or headings having in most cases been purposely left to be filled in by the compiler at discretion. As to the system or principle upon which these Reports are to be written, which it has been the main object of the foregoing correspondence to settle, His Excellency in Council now proceeds to communicate the following instructions.

2. An Annual Report is intended to set out a clear and compact retrospect of the working of the Local Administration during the year, of the principal events with which the Government is concerned or has to deal, of the more important measures that have been actually taken, and of the course of ordinary or extraordinary business in every Department. It is not the proper object of such a Report to provide an annual Handbook of information upon such subjects as physical geography, the permanent constitution of administrative machinery, land tenure, taxation, or upon other matters which do not change from year to year. But inasmuch as the history of a year's government cannot be followed without a fair understanding of, and frequent advertence to, the existing condition of the country and its political institutions, it is desirable to maintain a record of these in a shape more conveniently accessible than the scattered sources from which readers might at present have to collect this kind of information for any particular province. What is wanted, in fact, is something that may be less elaborate and more readily producible than the Gazetteers, which shall nevertheless be more of a volume for standard reference and less entirely an annual narrative, than the regular official Report. At the same time these Reports must be as brief as is consistent perspicuity, and with a due regard to the importance of recording the main features of every measure of general interest either commenced, advanced, or completed, and of explaining, when necessary, the principles upon which such measures are based. Where any such measures are under deliberation, either as to principle or practice, all controversial argument upon undecided points must be avoided, and the Report should generally adhere as closely as possible to a clear and concise statement of accomplished facts.

3. His Excellency in Council has come to the conclusion that these purposes may be best answered by the following system. The skeleton frame of the Administration Report, appended below, has been drawn up so as to contain chapters for both kinds of information, for matter of standard reference, as well as for matter of annual narrative; but when the first-named kind of information has once been filled in, it need be repeated only whenever some radical change shall have been made, which must be noticed to explain the proceedings taken during the year. The headings of these chapters are in red letter; it is hoped that they can be written up once for several years to come in the Report for 1872-73, after which they will only contain a reference back to that year's Report. Only a very short dissertation or description is expected under these red-letter headings or prefaces, sufficient to give readers a fixed starting point from which they can follow up and appreciate the facts and figures which are presented in each section for the year under review. In this form it should be possible, for example, to mention the prevailing land tenures within the space of a page, and, under Administrative, Legislative or Ecclesiastical, to specify in the red-letter heading the chief authorities, executive, legislative, and diocesan. No more is absolutely needed for standard reference, though further detail may be given at discretion; and when any complete article upon such a subject as the physical geography or resources of a country has been already prepared for the Provincial Gazetteer, or for some preceding report, an accurate and succinct summary of it will be enough, if the whole cannot be inserted. The Superintendent of Gazetteers has intimated that he can arrange to supply abridged articles upon these topics, and upon the history of the country since it came under British rule, for the provinces where Local Gazetteers are in course of preparation. It should be clearly understood that the contents of these red-letter headings should not be repeated annually after their first appearance in a Report, unless any material changes shall have occurred.

4. In Part I the term political is used in its ordinary European meaning. The Secretary of State, in a despatch lately received, concurred with the Government of India as to the propriety of excluding from the Reports all matter connected with the Native States within the limits of India, and with the relations of the British authorities with Foreign powers beyond the frontiers of India. The economical condition of Native States, and their public and recognized relations with the British Government, can be noticed and explained; but diplomatic transactions with Native Indian States, and with Foreign powers, and co-temporary events effecting those transactions, must not be printed in an Annual Report of interior civil administration. In regard, however, to the frontier

districts, which are in constant communication with tribes or independent Chiefs, His Excellency in Council considers that it might be inconvenient to keep altogether out of the periodical record of events in these districts any account of our dealing with the adjoining Chiefs or tribes. His Excellency in Council is, therefore, willing that a sufficient account of these matters shall be inserted, all discussions of unsettled questions and considerations of policy being of course avoided. But His Excellency in Council trusts that he may rely upon Local Governments to exercise careful discretion and great reserve as to introducing into these Annual Reports any mention of affairs or interests which fall properly within the cognizance of the Foreign Department.

5. Each Annual Report will in future begin with a separate Summary of the year's administration, after the kind already given in several Reports. It is a compendious survey of the moral and material movement of the country, as marked by the events and measures of the year, to be illustrated by the more particular account and statistics which will follow under different heads in the body of the Report and in the Appendices. The Secretary of State, in his letter quoted at the head of this Resolution, considered that "the preparation or at least the editing of a Report should be intrusted to one officer, that it might bear the impress of one mind." The main object here seems to be that Departmental Reports, which very properly contain more minute particulars than can or ought to be included in the Provincial Report, shall be condensed with due regard to proportion of quality and quantity, to the relative importance of each different subject and to the space which can be allotted to all—before they are amalgamated into the General Report drawn up by the Government. One of the Administration Reports of 1871—72 illustrates the disadvantages of a system which binds up together several departmental sections, so that some of the chapters read like separate contributions from independent bureaux, without taking into account the solidarity of all branches of an Administration, or their influence through good or bad management one upon the other.

6. The subject of revising the tabular statements which should be annexed to the Administration Reports is under consideration: but upon this separate and subordinate matter orders will issue hereafter.

Government of Fort St. George.
" Bombay.
" Bengal.
" N. W. Provinces.
" Panjab.
Chief Commissioner of Oudh.
" " Central Provinces.
" " British Burmah.
" " Mysore and Coorg.
Resident at Hyderabad.

ORDERED, that a copy of this Resolution be forwarded to the Local Governments and Administrations named on the margin, for information and guidance.

No. 1683—ORDERED also, that a copy of this Resolution be forwarded to the Departments noted on the margin, for information and for the issue of such further orders as may be necessary in those Departments.

Foreign Department.
Military "
Financial "
Public Works Department.
Legislative "
Department of Agriculture, Revenue, and Commerce.

(True Extract,)

A. C. LYALL,
Secretary to the Govt. of India.

MYSORE CHIEF COMMISSIONER'S OFFICE,
Bangalore, 29th May 1873.

CIRCULAR No. 1030—G. 20.

Communicated to all Heads of Departments.

"By Order,"

Offg. Secretary.

Part I.

GENERAL SUMMARY.

Part II.

I.—PHYSICAL AND POLITICAL GEOGRAPHY.

Physical features of the country, area, climate and chief staples.

POLITICAL.—

Historical summary.
Form of Administration.
Character of Land Tenures; system of Survey and Settlements.
Civil Divisions of the British Territory.
Details of the last Census. Tribes and language.
Changes in the Administration.
Relations with Tributary States and Frontier Affairs.

II.—ADMINISTRATION OF THE LAND.

Surveys.
Settlements.
Waste lands.
Government Estates.
Wards' Estates.

III.—PROTECTION.

Legislating Authority.

Course of legislature.
Police.
Criminal Justice.
Prisons.
Civil Justice.
Registration.
Municipal Administration.
Military.
Marine.

IV.—PRODUCTION AND DISTRIBUTION.

Agriculture.
Weather and Crops.
Horticulture.
Forests.
Mines and Quarries.
Manufactures.
Trade.
Public Works.
Roads.
Railways.
Canals.
Telegraph.
Post Office.
Irrigation.

V.—REVENUE AND FINANCE.

(*a*).—*Imperial Revenue and Finance.*

Land Revenue.
Canal Revenue.
Sources of Imperial Revenue, other than the Land.
Customs.
Opium.
Salt.
Excise.
Stamps.
Any other taxes levied for imperial purposes.

(*b*).—*Revenue and Finance other than Imperial.*

Provincial Revenues.
Local Funds.
Road Cesses.
Education Cesses.
Municipal Revenues.

VI.—VITAL STATISTICS AND MEDICAL SERVICES.

Details of Census if taken in the year of report.
Briths and deaths.
Emigration.
Medical Relief.
Sanitation.
Vaccination.

VII.—INSTRUCTION.

General system of Public Instruction.

Education.
Literature and the Press.
Literary Societies.
Arts and Sciences.

VIII.—ARCHÆOLOGY.

IX.—MISCELLANEOUS.

Ecclesiastical Jurisdiction.
Ecclesiastical.
Stationery.
General Miscellaneous.

3

No. 28 / 1578-95

Extract from the Proceedings of the Government of India, in the Home Department (Public),—under date Simla, the 15th July 1887.

READ the undermentioned papers:—

Home Department Resolution No. $\frac{37A.}{1392-406}$, dated 12th August 1885.

From the Government of Madras, No. 482C., dated 14th June 1886, and enclosures.

From the Government of Madras, No. 1456, dated 12th July 1886, and enclosures.

From the Government of Bombay, No. 991, dated 13th March 1886, and enclosures.

From the Government of Bombay, No. 1060, dated 22nd March 1886, and enclosures.

From the Government of Bengal, No. 634-20Mis., dated 19th February 1886, and enclosures.

From the Government of Bengal, No. 1529T.R., dated 3rd November 1886, and enclosure.

From the Government of Bengal, No. 3593, dated 30th December 1886.

From the Government of Bengal, No. 12J., dated 3rd January 1887.

From the Government of the North-Western Provinces and Oudh, No. $\frac{158}{111-783}$, dated 11th February 1886, and enclosure.

From the Chief Commissioner of the Central Provinces, No. $\frac{3681}{161}$, dated 19th September 1885, and enclosures.

From the Chief Commissioner of Burma, No. 533-148N., dated 25th September 1885, and enclosure.

From the Chief Commissioner of Assam, No. 5283, dated 27th August 1885.

From the Chief Commissioner of Coorg, No. $\frac{1107}{144}$, dated 19th September 1885.

From the Resident at Hyderabad, No. 18G., dated 22nd January 1886, and enclosures.

RESOLUTION.

THE subject of discussion in the papers cited in the preamble is the preparation and printing of annual departmental reports submitted to the Government of India in the Home Department. In a letter No. 392S., dated the 22nd June 1885, the Government of the Punjab solicited a reconsideration of the whole question of the preparation and treatment of annual reports, so far as that Province was concerned. The alterations suggested by Sir Charles Aitchison and the views provisionally held by the Government of India on the question are summarized in Home Department Resolution of the 12th August 1885. But as the subject was not one of merely local importance, the Governor General in Council desired, before coming to a final decision, to have a full expression of the opinions of Local Governments and Administrations upon the proposals of the Punjab Government, so far as they affected the reports which are submitted to the Home Department. The replies from Local Governments and Administrations, read in the preamble, contain their opinions on the matter.

2. The proposals of the Punjab Government were made with the double object (1) of removing the burden thrown upon district officers, heads of Departments, and Secretariat establishments in connection with the preparation and reviewing of annual reports; and (2) of reducing the cost of printing the reports. These proposals have not been accepted in full by any Local Government or Administration, except by the Chief Commissioner of Burma; and Mr. Crosthwaite, the present Chief Commissioner of that Province, holds, as his reply from the Central Provinces shows, different views from those held by Sir Charles Bernard. The Governments of Madras, Bombay, and Bengal have, to some extent, accepted the proposals in question, and the Chief Commissioner of Coorg has expressed his opinion generally in favour of having statistical tables, accompanied by notes, for two years, and in the third year a set of comprehensive departmental reports.

3. The most adverse criticism of the proposals made by the Punjab Government proceeds from the Government of the North-Western Provinces and Oudh, from the Administrations of the Central Provinces and of Assam and from the Resident at Hyderabad. The Lieutenant-Governor of the North-Western Provinces and Chief Commissioner of Oudh is of opinion that the presentation of evidence of departmental efficiency and the collection, in a convenient form, of information useful for administrative and other purposes cannot be secured under a system of triennial reporting with intermediate statistical tables and brief explanatory notes. He considers that, as was suggested in paragraph 7 of Home Department Resolution of 12th August 1885, the brief notes would probably be of little practical value, while the triennial report would necessarily be prolix and involve much labour in its preparation. The latter, moreover, would be four years old before the orders of Government could be passed or any subsequent action taken upon it. Sir A. Lyall observes that the labour of scrutinizing statistics is little augmented by that of writing a report on them, and that a careful scrutiny and comparison of past and present returns is a necessary part of the duty of the heads of departments in administrating. But, while opposed to the general adoption of the proposals of the Punjab Government, Sir A. Lyall would meet them to some extent by doing away with reports on certain subjects and by substituting for them statistical tables accompanied every year by a brief commentary in the form of notes, such as is now supplied by the Local High Courts of Judicature in reviewing the Criminal and Civil Justice returns.

4. Mr. Crosthwaite, at the time Chief Commissioner of the Central Provinces, concurs in the views of the Government of the North-Western Provinces and Oudh in regard to the small amount of labour required to write a report, when once the relevant statistics have been systematically studied. He remarks that the system of writing reports is useful, inasmuch as it ensures that statistics have been scrutinized, and that it enables the Government to see how much care and intelligence have been devoted to this scrutiny. Reports moreover, in Mr. Crosthwaite's opinion, enable administrative officers to periodically survey the whole of their work and to judge of the effects of it, while they assist Government in seeing how far the recognized principles of administration have been applied and how far errors require to be corrected. If for annual reports triennial reports were substituted, there is, he thinks, likely to be the disadvantage that the officer who had done the work would not ordinarily write the report, or, if he did, that his recollection of the facts regarding which he was writing would have grown dim with time. Under such a system, too, errors of administration could not be corrected at once. Mr. Crosthwaite admits that reports and reviews are often unnecessarily prolix and should be curtailed, and he suggests that the extended distribution of reports which at present prevails is unnecessary and expensive. He also deprecates the style of review which merely repeats, in other and perhaps fewer words, what is stated in the report.

The Officiating Chief Commissioner of Assam considers that the proposals of the Punjab Government are unsuitable to that Province, and would lead to serious practical inconvenience. Mr. Ward is of opinion that the value of reports to departmental officers would be lost by triennial reports, while the labour of compiling the latter would be very great, particularly to officers who had held their charges only for a small portion of the three years.

The Resident at Hyderabad doubts if the proposed reform would have an useful effect, and argues that the review of the year's transactions by the head of the Government affords an incentive to work. Praise or blame, in the Resident's opinion, loses its effect if it relates to a time long passed away. The officer concerned may have left the locality, and it does not always happen that an officer remains at his post for the whole three years for which he would have to write the report.

5. The opinions briefly summarized above confirm the view taken by the Government of India in the Home Department, as expressed in the Resolution of the 12th August 1885, that it was not possible to go as far as was proposed by the Punjab Government in the direction of curtailing the preparation and submission of annual reports. After giving the subject full consideration

the Government of India agrees in the main with the remarks made by the Government of the North-Western Provinces and Oudh and the present Chief Commissioner of Burma regarding the usefulness of annual reports as a means of testing departmental efficiency and the judgment and energy of officers, and also of checking and correcting administrative mistakes. Applying this principle, the Governor General in Council is of opinion that annual reports must be maintained in the two following cases :—

(*a*) Where the reports deal with the application of administrative principles still open to modification or the concrete working of which has to be watched.

(*b*) Where the reports contain statistics which for administrative purposes must be compiled and examined annually.

These two heads comprise so many of the reports now falling under the cognizance of the Home Department that the conclusion to which His Excellency in Council has come is that, beyond insisting on brevity and methodical arrangement in the reports themselves, and on curtailment of reviews of them, it is impossible to afford much relief to Local Governments in the direction contemplated by this enquiry. The Government of India, therefore, desires that the reports dealt with in the Home Department should from 1887 onwards be treated in the following manner :—

(i) To be submitted annually as heretofore :—

Report on General Administration.
" Municipal Administration.
" Local Boards' Administration.
" Education.
" Sanitation.
" Civil and Criminal Justice.
" Jail Administration.
" Police Administration.
" Lunatic Asylums.

(ii) To be submitted in full every third year, statistical returns and brief commentaries in the shape of notes being submitted in the intermediate years :—

Report on Registration.
" Dispensaries.
" Lock Hospitals.
" Vaccination.
" Destruction of wild beasts and snakes.

The notes to be submitted with the statistical returns in the years intermediate between the submission of the reports should give a clear, though brief, indication of the supervising or controlling officer's opinion as to the significance of the statistics.

6. The following special reports should continue to be submitted as before :—

Chemical Examiner's Report.
Report on Calcutta Medical Institutions.
Report of the Port Health Officer, Calcutta.
Report of the Commissioners of the Town of Calcutta.
Report on Publications under Act XXV of 1867.
The Review of Publications.
The Report on Vernacular Newspapers.

The Government of India leaves to Local Governments, who submit reports on Legal Affairs and Criminal Tribes, discretion to determine whether these reports shall be annually prepared as at present, or prepared every third year, with brief notes in the intermediate years.

7. The Governor General in Council would desire to express his earnest hope that Local Governments and Administrations will insist on curtailment of reports to the utmost extent which is consistent with a proper examination

of the facts and figures presented in them. A reduction in the size of the reports on Jails, Police, Education, and Sanitation is especially necessary. In most Provinces these reports have become far too discursive.

Compression of reviews is not less called for than curtailment of reports: a review should contain only what is necessary to communicate the judgment of the reviewing authority regarding the salient features of the report. The Governor General in Council attaches no value to reviews which merely repeat in abridged form what is set forth in the report reviewed.

8. While thus recognizing the need which exists for compression in the reports and reviews which reach the Government of India, His Excellency in Council is no less desirous that the same principles should be carefully followed as regards reports received by Local Governments and Administrations, but not forwarded to the Government of India. He fears that the time of administrative and executive officers is unnecessarily occupied as much by the preparation of reports and returns submitted for the information of the local authorities as by the preparation of those which reach the Government of India. He has therefore observed with satisfaction that the Government of Bengal has recently, in connexion with the Report of the Salaries Commission, directed its attention to this aspect of the case; and he trusts that all other Local Governments and Administrations will exercise a vigorous discretion not only in reducing the bulk of the reports and returns which are retained, but also in abolishing those that are not really required.

ORDER.—Ordered, that a copy of this Resolution be forwarded to all Local Governments and Administrations for information and guidance; and that a copy be forwarded to the other Departments of the Government of India for information and further necessary action, and that it be published in the Supplement to the *Gazette of India*.

[True Extract]

A. P. MACDONNELL,

Secretary to the Government of India.

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